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making better use of health personnel

manpower

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making better use of health personnel

By Barry I. Greenfield

Few if any major industries or professions in the United States suffer from such a persistent or serious shortage of skilled personnel as the health care field. America now has about 135,000 fewer nurses and 50,000 fewer physicians than it needs. Obviously, shortages of these and other highly trained professionals cannot be overcome quickly. But we can and should move quickly to increase the number and improve the use of health care personnel, such as technicians, laboratory assistants, and nurse aides, who require less extensive education and training. Clearly, a reordering of health services—how and by whom they are performed—is required to meet today's mushrooming demand for health care.

Part of the health care problem stems from the very nature of medical care. Unlike manufacturers, the health industry can't mobilize new time-saving machinery and more efficient production methods to meet growing demand. True, the production of medical goods has spurted; modern machines can stamp out aspirins by the millions. But the health industry is not primarily a matter of producing goods. It is principally a personal service. Of the $28 billion spent in the private sector in 1965 for health care, 79 percent went to buy services—hospital and nursing home care, treatment by doctors and dentists and other practitioners, and health insurance.

The health industry is also handicapped by its own history. Traditionally, it has been organized in small units. In the vast majority of cases (95 percent of the total in 1964), the physician or dentist in private practice is a solo practitioner. He has few opportunities to substitute capital for labor, or less skilled services for his own. The machines and instruments he uses usually complement, rather than replace, his labor.

In recent years this tradition has been partially offset by a slow trend away from private practice. By 1966, only 61 percent of all physicians were in private practice. More patients today are being treated in hospitals, which, to a rapidly growing extent, are providing medical services through outpatient visits. Group practice and increased use of laboratories have also improved medical efficiency.

Hospitals, of course, benefit from a division of labor and from the use of sophisticated equipment operated by trained technicians. Nursing, for instance, is parcelled out among registered nurses, licensed practical nurses, and nurse aides.

But most hospitals are fairly small. And most of them are of the voluntary nonprofit variety or are government-owned. Managerial functions are not centralized. They are diffused among administrators, medical chiefs, and boards of trustees. Since the goals of these groups may not be similar, the typical hospital has not been able to follow the pattern of private corporations organized under a centralized management to cut costs and maximize profits.

Only a few statistics are needed to document the soaring demand for medical care over the past 5 decades and to point up the need for better use of health manpower. In 1920 only 1 percent of the nonagricultural work force was involved in performing health services. By 1964 this had risen to slightly more than 6 percent. Annual visits to physicians per person increased 80 percent from 1930 to 1964 and hospital admissions rose 160 percent. There is little question that this upward trend will continue.

To cope with this burgeoning demand, the health care industry has made adjustments. Lacking enough doctors, who require up to 10 years of post–high school education and training, the industry has turned increasingly to the use of what can be called allied health personnel.

At the turn of the century, physicians and dentists constituted more than 97 percent of those in health occupations. Today, physicians, dentists, and all other professionals on the doctoral level represent only about 16 percent of total health manpower. More than 4 out of 5 workers in health care are classified as allied health personnel. They can be divided into three separate categories, based on the level of education.

First are the allied health professionals, who hold at least a baccalaureate degree. They include clinical psychologists, dental hygienists, professional nurses, hospital administrators, occupational and physical therapists, and medical social workers. Next are technicians, who are trained mainly on the vocational school level. This group includes X-ray technicians, medical and dental assistants, registered nurses (1 of 8 of whom has a baccalaureate degree), and similar skilled personnel. Finally, there are the health assistants—people serving as licensed practical nurses, nurse aides, and psychiatric aides. These workers usually provide direct services for patients and have a high school education or less.

Harry I. Greenfield, Ph. D., is associate professor of economics at Queens College, City University of New York, and a research economist with the Conservation of Human Resources project at Columbia University. This selection is based on his new book, *Allied Health Manpower: Trends and Prospects*, to be published in the spring by Columbia University Press. The research was done under a contract with the U.S. Department of Labor, Manpower Administration.

health personnel

continued

Although allied health professionals work for the most part under the direction of doctors, they may exercise a great deal of independent judgment. The technicians and health assistants work almost entirely under the direction of doctors and allied professionals. Their range of discretionary activity is extremely narrow.

Of the 2,416,000 health service workers in 1965, 70 percent had not finished college, and about one-fifth had less than a high school education. These figures demonstrate the marked progress in the division of labor in medical services, and show that many jobs in the field can be done by people with limited education and training.

The use of less trained personnel has resulted in a marked expansion of manpower in health services, compared to the economy as a whole. Between 1950 and 1965, nonagricultural employment in the United States increased 33.6 percent while employment in the medical field rose by nearly 87 percent.

Yet these adjustments have not been enough, as demonstrated by a 1966 survey of hospital staffing needs by the Public Health Service and the American Hospital Association. This study showed "urgent unmet needs" in hospital manpower (exclusive of physicians). It cited a need for 30 percent more occupational therapy workers, 15 percent more physical therapists, and 12 percent more licensed practical nurses.

In addition to increasing their numbers, more effective use must be made of the technicians and semiskilled personnel who aid doctors and nurses. It has been estimated that up to 40 percent of a registered nurse's time is taken up with what are essentially nonnursing duties—clerical, scheduling, routine care, and housekeeping.

Most allied health personnel can be trained in a relatively short time. About 1 year of post-high school education is required for medical and dental assistants. Nurse aides can be trained in as little as 1 month. As an example of what can be done in an emergency, 100 ward clerks were hired in New York City to alleviate an acute shortage of registered nurses in municipal hospitals.

There are, of course, limits to the use of less-trained personnel to free more highly trained people for performance of duties which require special skills. But it appears that in health services these limits have not yet been approached.

Training programs sponsored by various professional associations are an important source of new health workers. However, the educational requirements for entry tend to be high. These requirements should be lowered wherever possible.

Manpower Development and Training Act (MDTA) programs, vocational education, and similar approaches should be expanded and redirected toward health occupations. More trainees should be recruited from groups often overlooked in the past, particularly the disadvantaged.

More money for allied health personnel should be provided for New Careers. This program, administered by the U.S. Department of Labor, seeks to relieve shortages of professional service personnel in health, education, and public welfare by opening up jobs with built-in advancement opportunities to unemployed adults. They receive the training and education they need to enable them to move up a "career ladder" to positions which demand greater skill and pay higher wages.

The 136,500 people trained in health services under the MDTA are solid proof of its value in tapping unused manpower resources. A great deal more can be done through these programs.

For entry-level workers, training programs are most successful when the student receives a training allowance rather than having to pay. The "earn while you learn" approach has demonstrated its validity.

It is questionable whether the 136,500 people brought into health services under the MDTA would have entered the field or have sought any kind of training on their own had the program not been available. Chances are they would not have, since the program is focused on the unemployed and underemployed who cannot afford an investment in training.

Retraining is another important tool in bolstering the ranks of health care personnel. More than two-thirds of the workers in health services are women, exactly the opposite of the ratio in all other industries as a whole. A large proportion of these women are young and their dropout rate is high as they marry and leave the labor force to raise families. These "dropouts" constitute a labor reserve.

About 37 percent of medical and dental technicians, 28 percent of therapists, and 23 percent of practical nurses and midwives were listed in the 1960 census as being in the labor reserve. Retraining would bring them more quickly and effectively back into the labor force.

Such programs, sponsored by the Labor Department through the MDTA, are already in operation. Frequently, however, they are one-time efforts to deal with particularly severe shortages in specific locales. If retraining were made available on a permanent basis, it would become an important source of workers.

To help stabilize the work force, the industry must attract more men and raise salaries. Although allied health pay has gone up rapidly since 1956, wage levels are still too low to attract many women (who can earn more as stenographers). They are still less of an inducement to men who may have to support families.

The $1 minimum wage for hospital and nursing home workers effective in 1967, which is to rise to $1.60 in 1971, is insufficient and should be raised to spur recruiting and training. Fringe benefits could also be improved. The movement to include all health service workers under the unemployment insurance and workmen's compensation laws should be accelerated.

There are several other ways that the size and quality of the health services labor force could be improved:

- Create more effective job information channels. The Nurses and Medical Placement Office of the State Employment Service should play a larger role in disseminating information, screening applicants, and administering tests. State and local health career councils would help.
- Aim recruitment efforts at high school graduates ready for work, older women who want jobs but are short on education, and junior high school students not suited for academic high school training.
- Support the new schools of the allied health profession. Such schools should be attached to each medical school so that medical students may learn early the functions of support personnel and how to work with them. These schools would demonstrate the value of a basic curriculum for all allied health students that would facilitate greater occupational interchangeability.

• Develop new types of health facilities that use untrained people drawn from the population to be served (called "indigenous nonprofessionals") in urban neighborhoods and rural areas. (The jobs cannot be permitted to become make-work if the trainees are to learn trades they can use elsewhere.)

• Reduce turnover. A national survey by the Catholic Hospital Association in 1958 of industrial areas found an average annual turnover of 83 percent. A report on New York City voluntary hospitals in 1959 showed turnover varied from 34 to 90 percent. One New York hospital, St. Vincent's, published a report of its experience with management consultants which showed that good management can cut turnover and costs and improve morale. The hospital traced a large part of its excessive turnover to poor job structure, overlapping and discontinuous authority, poor wage policy, and insufficient job training. Changes were made that brought St. Vincent's turnover rate down from 74 percent in 1946 to 26 percent in 1963, where it has remained. St. Vincent's estimated that the reduction in turnover in 1958 and 1959 alone saved the hospital $45,000.

• Broaden Federal legislation, such as the Allied Health Professions Personnel Training Act of 1966. This act, for the first time, gave Federal money to, and established guidelines for, allied professions at the junior college and baccalaureate degree level. It should be expanded to cover the whole spectrum of allied health manpower, extended beyond its present 3-year mandate, and given more adequate funding.

• Streamline hospital management. Physicians often set unrealistic standards for allied health personnel and complicate the task of recruiting able workers. Services and departments should be reorganized along more rational lines so that many jobs can be done by employees without college degrees. In addition, hiring should be centralized in professional personnel departments.

• Renovate obsolescent hospitals. Laboratory tests, X-rays, diagnostic instrumentation, and other services have expanded greatly in recent years. Older hospitals cannot meet the sophisticated medical needs of today.

• Make education ongoing. Continuing education is as important for other health personnel as it is for doctors. Provision must be made either in the hospital or in schools for periodic in-service educational upgrading.

• Make more use of military veterans with health training. If a former medical corpsman went along on ambulance calls, for example, the result would be a measurable increase in the quality of medical care. These corpsmen know how to handle people hurt in accidents, and they would be able to give patients emergency treatment en route to the hospital.

It is particularly gratifying to note that some of these trained corpsmen are being given a chance to exercise their talents. In October 1967, the Departments of Health, Education, and Welfare, Defense, and Labor, and the Veterans Administration launched a major program known as Project Remed. It is designed to encourage former servicemen, trained in the health area, to enter civilian occupations through recruitment, retraining, and reemployment.

• Develop procedures for orderly collective bargaining.

The key to understanding health services and health manpower is interdependence. Unless the industry recognizes and comes to grips with this economic (and scientific) fact of life, it cannot resolve its problems. As a report of the Western Interstate Commission for Higher Education noted:

"Too often, health manpower has been considered in terms of doctors, dentists, and nurses alone. Too often, the problems of supporting personnel have been completely overlooked or ignored. But it makes no more sense to ignore the need for supporting personnel in the health services than it would to recruit an army of all generals and no privates."

MANPOWER ISSUES—REVIEW AND PREVIEW AN INTERVIEW WITH SEYMOUR WOLFBEIN

Dr. Wolfbein is professor of economics and dean of the School of Business Administration of Temple University. He spent more than 20 years with the U.S. Department of Labor, serving as Special Assistant to the Secretary of Labor for Economic Affairs from 1965 to 1966; Director of the Office of Manpower, Automation and Training from 1962 until 1965; and Deputy Assistant Secretary of Labor for Manpower from 1959 to 1962. He was interviewed by Jack Rashian, press chief of the Manpower Administration [illegible]

Q. Dr. Wolfbein, you were one of the major architects of the Labor Department's manpower programs during their embryonic days in the late 1950's. What were the major concerns then about manpower and employment?

A. They were the generally high level of unemployment and fear that accelerating technological change would displace large numbers of workers who lacked the training to move quickly into other jobs. We did not feel that technological change would generate permanent unemployment, but we wanted to identify sectors in which displacement was likely so retraining could start as early as possible.

Q. Congress has enacted a broad range of manpower programs in recent years. What effect have these programs had on our national manpower and economic policies?

A. There have been three major developments stemming from the emphasis on manpower policy and planning. First is the establishment of monetary and fiscal policies designed to create jobs through sustained economic growth. A logical corollary of this has been the wide spectrum of efforts to give people the training and education they need to qualify for the jobs our economic growth is creating. The third and newest development is consideration of such devices as the negative income tax or family allowances as a means of assuring everyone a minimum income. All of these developments are significant, and all will require policy decisions in the years ahead.

Q. Since continued economic growth seems to be an essential ingredient of a successful manpower program, what happens if the economy suffers a setback? Should we junk our manpower programs if we have a recession?

A. Just the opposite. One of the greatest things that happened in the depression of the 1930's was that, despite all the unemployment, more and more people, in absolute and percentage terms, went on to get education and training. When the economy did improve and we needed skilled workers, they were available.

Q. If we have manpower programs during a recession, isn't there a danger that they will revert to simple WPA-type programs and make-work programs that are really based on welfare concepts and not on the production needs of the Nation?

A. In looking ahead to the 1970's, what we face is not unemployment or underemployment or recession, but significant manpower shortages. A few years ago, under a contract from the U.S. Department of Labor, the National Planning Association made a study of the manpower that would be required to meet 16 national goals, including education, housing, transportation, social welfare, and research and development. The study showed we would need 14 million more workers than the Bureau of Labor Statistics expects to be available in 1975. Rather than unemployment, our problem is to set our manpower goals to make certain we have the skills and talents we

need so desperately now and in the near future. One of the most important responsibilities of those who set public policy is to chart the future needs of the Nation and set our course accordingly.

Q. Despite years of sustained high employment, substantial numbers of black Americans, particularly in the younger age groups, don't have decent jobs or adequate training. Do you think such people, black or otherwise, should have a special status in private industry, at least until they have attained a marketable skill?

A. Yes, unequivocally. Not only will this benefit minority groups, but it also is important in terms of supplying the manpower that all of us are going to need.

Q. What about workers who are brought into training programs, hired by private industry, and for one reason or another, economic or otherwise, are let go on the traditional premise of "last in, first out"?

A. That situation, of course, invokes collective bargaining contracts and other seniority rules. This is another reason why it is so urgently important to have an economy that continues to expand and create more jobs.

Q. What's been the major deficiency in reaching the black community as well as other disadvantaged groups? Has it been communication?

A. It's been a great variety of things. I happen to disagree with the concept of *the* Negro, *the* Spanish American. They have just as many variations as everyone else. But there has been difficulty in reaching some minority groups and that is why outreach programs are needed. It is important to remember that we have been in this manpower business, especially in regard to the poor and minority groups, for a relatively short time. The Manpower Development and Training Act, for example, actually went into operation in August 1962. Since then tens of thousands of people, black and white, of different ethnic groups have been trained and placed in jobs. Their earnings have increased. More people from these groups are getting more professional and management jobs than ever before. MDTA has proved it *can* be done. You *can* reach these communities, the people in them *can* be trained, and they *can* hold jobs successfully.

Q. Do you think additional manpower legislation is required and, if so, what kind?

A. Over the past half dozen years we've had a cornucopia of legislation. Now we need to consolidate and ingest and digest all these programs, to get them operating in such a way that they serve the people best. We need better coordination among the various programs and groups involved in them. Some amendments may prove useful, but we have had an avalanche of legislation and it is time we took a hard look at the programs we have on the statute books to see how they can be pulled together.

Q. Do you think the critical role the government has played up to now in manpower programs should be diminished?

A. Government still has a very important role. But "government" must mean more than the Federal Government. One way to coordinate existing programs is to give State and local governments a more pivotal role. This doesn't derogate the importance of the Federal contribution, especially from the revenue point of view. A way must be found to give local governments the manpower to make these programs a success where it counts. This isn't a Federal versus State proposition. Over the past 6 years we have had many illustrations of how vital it is to think in terms of Federal *and* State programs, rather than Federal *or* State efforts.

Q. There is growing emphasis on private industry's role in hiring and training the hard-core jobless, both from rural and inner-city areas. Is there anything more that private industry can do through its present on-the-job training programs, coupled with the supportive services the Federal Government is paying for?

A. Industry can do more in terms of numbers. It can hire and train more people. An essential consideration is how to get the best tandem operation between the Government and the private sector. There are organizations here in Philadelphia whose main contribution is not providing jobs and training, but supplying people who are adept at going into the Negro and Spanish American communities and explaining the programs, in getting the men and women there to take an interest in the kind of help that is available. This reaching out to minority communities is something new and very encouraging for industry.

Q. What is the best formula for communicating with minority groups?

A. The contact people in these outreach programs must be part of the indigenous population. They must be people who really can communicate. It is not just a matter of sending a black person to a black community. There are a lot of black people who can't communicate with the ghetto.

Q. For many years you were in charge of employment statistics at the Labor Department. The present method of collecting and determining unemployment rates nationally and by metropolitan areas does not give an accurate picture of the situation in the core cities. Would you change in any way the present method of gathering unemployment data?

A. We are still using the basic concepts we developed around 1940, which give us some of the best statistics the world has. But they do not reveal the lack of employment opportunity for specific groups and that is what we want to know. We may have to change some of our concepts and methods of collection to get really useful data. It's not going to be easy. The current method of collecting statistics—to knock on the door at various times of the day or to use the telephone—simply doesn't work in the ghetto. Many of the people there don't have telephones and they don't follow what we consider conventional household patterns. You can't even phrase the questions in the traditional way, such as, "Were you actively seeking work last week?" In the context of ghetto employment patterns, that question often isn't relevant. We need a lot of experimentation on who should contact the hard-core unemployed and what to ask them—and a good deal of this is now going on in the Labor Department.

Q. Do you think the present announcements of national employment rates and standard metropolitan statistical area figures tend to quiet any sense of urgency that the private sector may have in terms of hiring and training unemployed people?

A. My favorite word is "disaggregate." The latest national unemployment rate I've seen was 3.3 percent. I think the Labor Department has come a long way in trying to shift attention from this overall rate to focus on specific problem areas. It's more important to emphasize the unemployment numbers for certain groups rather than the aggregate figures. We also need much better information at the local level. We have some pretty decent information nationally, but we have very little at the local level. We need more manpower information on where the jobs are, where the vacancies are, and where the talent is.

Q. Do you think that the United States is licking the problem of racial discrimination in jobs?

A. I don't see how we can say that we have licked the problem. For example, half of the Negro women who work in this country are in service occupations. They are household and laundry workers, chambermaids, and so on. Twenty percent of all the Negro males who work are unskilled laborers, the only nonagricultural occupation in the country that is going down in terms of employment opportunities. With that kind of occupational profile, it would be unrealistic to say we have come close. There's been progress, but we are still far from what we would like to achieve. What helps in reducing discrimination is to have substantial economic and employment growth, backed up by good manpower and education programs. Without these you are not going to lick the discrimination problem. When I came to Washington 30 years ago, there was a big fight between the whites and the blacks about who would get street-cleaning jobs. Now that is a perfect illustration of the trouble unemployment causes. If we continue to have employment growth and to improve educational opportunities, too, I would be willing to be optimistic. But there's no magic wand that will do away with discrimination. There is one more thing I want to say on this and it is very important. You seldom hear it but I think we are one of the few countries with a substantial minority population which is really trying to eliminate racial discrimination.

Q. If everyone is going to be trained for good jobs with good futures, who is going to clean streets, collect garbage, wash floors and windows, and do all the rest of the menial chores that must be done?

A. Lots of people are willing to do the work. There is nothing wrong with collecting garbage and doing similar tasks as long as you don't call them menial and as long as you pay people well and give them a chance to move ahead. You've got the idea in Washington. You have a program called New Careers. Right here in the

Temple University Hospital we had 75 percent turnover every year among hospital attendants. Why not? They were low paid and where do you go after you're old and a hospital attendant? Nowhere. Now we've cut turnover in half, in good part by providing job ladders. There are now people who start as hospital attendants and end up as dietitians. We increase their salaries and give them prospects for advancement.

One of the big problems with police or firefighters is that so many of them are stuck at the same level throughout their careers. There are very few sergeants, lieutenants, and chief inspectors. We just initiated a program here in training the police that has not only increased salaries but also has set up a series of rungs on the job ladder to improve chances for advancement. This is why I think that an active manpower policy is so great. What it really means is designing jobs and employment opportunities and working conditions so that no job has to be menial or deadend or leave a person in poverty even if he works full-time all year.

Q. How is this message to reach employers who often work on narrow profit margins and are concerned about labor costs? How are they going to help in this area? Will they do it?

A. You've put your finger on what I think is a critical public administration or public policy question for the 1970's. We've become a service-producing country. Two of every three people who work in this country produce services rather than tangible goods. They work in government; they work in education; they buy and resell. And almost 1 out of every 3 people producing services is a government employee, Federal, State, or local, mostly local of course. In the private sector, if costs go up, you can boost prices or raise productivity. But what happens in this so-called service-producing sector, especially when it is government? How do you increase your price? You increase taxes, and I don't have to tell you the number of bonds that are voted down every election day by the public. The public is going to have to be educated on the cost of services. At least a partial solution to this dilemma also lies in raising output in the service-producing sector. A lot of service institutions, such as hospitals, have never even thought about increasing productivity, but it's time they started.

Q. This fiscal year, the Labor Department has a budget of $400 million for Manpower Development and Training Act programs. Is this enough money to attract business participation in our training programs, or is there a necessity for tax incentive or other forms of financial aid to the businessman?

A. The entire discussion of tax incentives has been hung up on semantics. The MDTA is based in large part on incentives. Trainees get a basic allowance, dependency allowances, transportation allowances, and the like. Industry already is being given a lot of incentives for training the unemployed and underemployed. We use a wide variety of arrangements under which the Government provides funds to help industry with the costs of job training for the hard-core unemployed. I believe this is right and necessary. There is still a lot more to be done on job training and, if tax incentives do have a role which would help accomplish our objectives, then they should be considered. It isn't really crucial what you call the arrangements as long as they are equitable and the financial incentives result in substantial industry participation in manpower programs, which is a goal of public policy.

Q. If our economic growth continues through the 1970's, do you see a successful solution to our present manpower problems in terms of the hard-core unemployed and the working poor?

A. If we have another 10 years of economic growth, and continue manpower and education programs, I'm confident we will be well on the way to solving the problem, but this is a big "if." It means we must continue to pursue economic policies that will produce maximum economic growth. This involves considerable judgment, as can be seen from the inflationary pressures we are experiencing now. Economic growth also must be achieved without negative impact on balance of payments. All these goals have to be synchronized.

What impresses me is that the United States in the 1960's, and this is going to happen in the 1970's as well, has decided to move on these three fronts I talked about: Economic policy, manpower policy, and income policy. If we can implement these policies with the right kind of programs, then we have a great chance for success.

AUTOMOBILE MANUFACTURERS
STEEL COMPANIES
MOTOR COMPANIES
INSURANCE
COMPANIES
CHEMICALS
ELECTRONIC COMPANIES
UTILITY
COMPANIES

NEW WRINKLE IN OLD SCHOOL TIES

BUSINESSES ADOPT SCHOOLS WITH HEAVY ENROLLMENT OF POVERTY-LEVEL STUDENTS

The drive to cut back joblessness in the ghetto is taking on an extra dimension. Businessmen in several communities are voluntarily reaching into schools with predominantly black enrollments in an effort to get at some of the causes of persistent unemployment.

Help for the schools from business and industry takes many different forms: After-school, summer, and permanent jobs for students; job training; career guidance; advice on setting up work-oriented courses; guest lectures by businessmen; and cash contributions to school projects.

In Detroit, Michigan Bell Telephone has "adopted" a mostly Negro high school. Aetna Life and Casualty has done the same in Hartford, Conn.

Just outside Cincinnati, 10 industries are helping Negro youngsters in Lincoln Heights, an all-black city of 8,500, prepare themselves for industry or to go on to college. Last summer, Cincinnati area firms helped find vacation jobs for students who were returning to school and permanent work for graduates. School Superintendent Willis Holloway reported that nearly all 200 boys and girls who responded were placed in jobs. Perhaps even more important, about 90 percent of the young men who graduated in June had full-time jobs by the end of the month, compared with only 60 percent in the same time span in 1967.

The summer program led to an important change of attitude on the part of the youngsters. "Two or three years ago it was a mark of honor for these kids to roam the streets," said one General Electric executive. "Now it's a mark of honor to have a job. Last summer the guy who didn't have one was out of it."

Smaller companies as well as industrial giants lent a hand. William S. Merrell (pharmaceuticals), Pollack Steel, and Cincinnati Mirror provided jobs as did AVCO Electronics Division, Avon Products, Ford, GE, and Proctor & Gamble.

The summer job solicitation drive was conducted by mail and headed by AVCO Vice President Jerold E. Fugett. About 37 percent of the companies reached responded and half of these had job openings. Many of the companies coordinated their summer hiring of students with the National Alliance of Businessmen. (The NAB nationwide effort to find jobs for poor teenagers was part of the 1968 summer job campaign conducted by the President's Council on Youth Opportunities, with major assistance from the U.S. Department of Labor.)

Lincoln Heights Mayor Penn Zeigler, a successful Negro savings and loan and real estate operator, also helped. In cooperation with the school, he placed nearly 100 youngsters in maintenance, repair, cleanup, and civic beautification work. The money for this part of the summer job program came from a variety of sources—the Neighborhood Youth Corps, Elementary and Secondary Education Act funds, the City and its Neighborhood Services Program, and the local Community Action Commission.

Mayor Zeigler estimated that the combined wages of the youngsters for the summer exceeded $100,000. "Much remains to be done," he said in a formal statement. "But we are beginning to see the end of apathy, hopelessness, frustration, and fear. Perhaps we are beginning to see the end of mistrust between Lincoln Heights and the surrounding area."

Lincoln Heights has been sliding downhill, while neighboring communities are booming. According to Holloway, one of the key factors in Lincoln Heights problems has been the breakdown of segregation.

"Twenty years ago, segregation was tighter," he said. "Negroes with good potential stayed in their old neighborhoods. Now the more successful ones are moving out. It's what one GE man said was 'middle-class flight.' "

The major industries in the area are in the white towns surrounding Lincoln Heights, which is described by Holloway as a suburban ghetto. It has the typical ghetto problems: Poverty, a high dropout rate, many families without a male head, and a high percentage of the population under 18. Spurred by Superintendent Holloway and aided by their wealthy industrial neighbors, Negro leaders have mapped out a plan to fight the community's continuing descent into poverty.

The basic strategy centers around improvement of the school system and upgrading the people's chances for success in jobs or in businesses of their own. The principal target is the high school student body.

Two major parts of the plan are already in motion. The first is Junior Achievement, sponsored by the Philip & Carey Company, a roofing and tile firm, with help from two Negro professionals from Procter & Gamble.

Junior Achievement gives high school boys and girls experience in establishing and running a business. By the do-it-yourself method, they learn management, finance, production, accounting, and marketing—even how to sell stock. At Lincoln Heights, the boys and girls make and sell African jewelry. At the end of the year, they are judged by a panel of business experts on how well they have done.

Also well along is a long-range work-experience program. A subcommittee has been established under the chairmanship of Clay M. Strider, a GE education and training specialist. One of the central aims of this work-experience program is to cut the number of school dropouts. Youngsters are less likely to give up their studies if they can be made to see the connection between school and work. And the money helps, too. A youngster who has enough cash to buy decent clothes and help his family is not so likely to turn his back on school and go job-hunting.

Strider and his subcommittee are seeking to find summer jobs paying at least the $1.60 Federal minimum wage and lasting 10 to 12 weeks for every student at Lincoln Heights between his junior and senior year. This would assure each youngster of earning at least $700 for a full summer's work, presumably enough to finance him through the senior year.

Along with Holloway, Strider's group is also plugging away at an imaginative scheme that could one day virtually guarantee a good job to all Lincoln Heights seniors upon graduation. As Holloway explains it, the 40-week senior year would be divided in two. Each senior would, on a rotating basis, spend 30 weeks in class and the remaining 10 weeks in full-time work. During the first year, the program would be for boys only, but if it works well, it may be expanded to cover senior girls.

Procter & Gamble, GE, Merrell, Cincinnati Mirror, Ford, and AVCO have already agreed to make jobs available. Now Holloway and his staff must work out the proposal with State education authorities.

Holloway thinks the plan would enable youngsters to get a better education even with 10 fewer weeks of academic training. "They'll get more out of the 30 weeks because of increased maturity," he said. "There's a lot of goofing off now in class because they don't see the practicality of school. We want to get them into the world of work where they have to communicate and get to know the value of math and English. It'll be a kind of vocational lab. It'll help them make a career choice."

Two other plans also are under discussion:

- Recruit skilled professionals from industry to serve as volunteer resource persons and lecturers for certain subjects taught in the high schools. Holloway feels that 10 first-line industrial experts could back up his teaching staff adequately. This innovation—he calls it an industrial resources program—would be particularly valuable in teaching math, biology, business education, and the industrial arts.

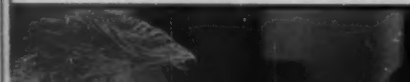
- Set up a Big Brothers program. This is a tough one, because it means that busy executives and professionals would have to sacrifice their none-too-ample spare time to act as substitute fathers for young Negroes. But Holloway feels fatherless male students (1 in 3) need a male image on which to model themselves. Such a program would also create trust and confidence between white and black and motivate young Negroes to start up the career ladder.

The Lincoln Heights Joint Committee and Aetna in Hartford took their cues from the Michigan Bell Telephone Company project in Detroit. After the 1967 riots, Michigan Bell "adopted" Northern High, a largely Negro school. Since then the company has supplied the school with equipment and personnel and offered vocational education, counseling, and academic aid to the 1,800 students.

Students have their pick of 22 job-oriented courses offered by Michigan Bell. Northern High graduates are given hiring preference; to date 75 have gone to work for the company.

"It was through Michigan Bell that I got the information to set up our program," said John Faunce, manager of special services, public relations, and advertising at Aetna.

A work-study program has been set up in Hartford's three high schools for



Four Weaver High students get a lesson in editing sound tape from Aetna audio

young people not planning to go to college. Students attend school in the morning and get school credits for working in the afternoon at one of the participating companies. About 500 students are enrolled now, a third from Weaver High, the school adopted by Aetna. Aetna, which has participated for 5 years, currently employs 120 students. How well this program will continue to work if the city's school population becomes increasingly black is the big question.

Hartford's problems are not nearly so severe as Detroit's or Lincoln Heights'. Traditionally the Nation's insurance capital, the city has low unemployment. And Weaver High is not as bad off as Lincoln Heights High.

The school is old and over crowded. Its student body is 85 percent Negro and about half have only one parent at home. But Weaver also has a lot going for it. There is one teacher for every 18 pupils and one counselor for every 180, both very good ratios.

Education in Hartford may be moving into a period of crisis. The city's school population as a whole this year is, for the first time, predominantly black, and an estimated 70 percent of the Negro students come from poverty families. Some of the juniors are at only a second grade reading level.

Aetna has had some successes and some failures in its attempts to help the Weaver youngsters. A key punch training project last year for 14 senior girls was unsuccessful. It was designed to give the girls 100 hours of instruction during the summer, and pay them for their time. But the whole project was organized too hastily, was not properly explained to the girls, and was a washout.

On the other hand, Aetna's college plan has shown promise. In groups of three or four, Weaver students are being taken to the college of their choice in New England by an Aetna employee who is a recent graduate of the school. They tour the campus, meet the professors, and talk to admissions officers. Almost every college in Connecticut has been visited.

Aetna also has furnished professional talent to help produce the Weaver High newspaper, and to give special instruction in descriptive geometry for boys preparing for engineering college. Its "Secretary for a Day" program permits students with office careers in mind to spend a regular workday with an Aetna secretary on the job.

Weaver Principal Samuel Gang appreciates the help. The school traditionally has been geared to preparing youngsters for college. But Gang says it is "not that well equipped" for the growing number who plan to go directly into business and industry. He feels Aetna has the know-how to help the school make youngsters job ready at graduation. Aetna has long felt that its real strength lay in this area.

One of Gang's planned projects is the Police Pre-Cadets. The Hartford Police Department has a cadet program for boys 18 to 21 looking for a career in law enforcement. Weaver's pre-cadet training would prepare seniors to enter the Cadets and move successfully into police work. He's counting on Aetna for help in instructing the boys about the good careers available in police work and in motivating them to give it a try.

Aetna is relying on Gang and his staff to come up with ideas like this. The company is anxious not to interfere and to let initiatives come from the school.

"We will in no way attempt to influence the basic educational policies and the curriculum," said the company's chairman, Olcott D. Smith. "We will offer services only upon the invitation of officials of the school."

Like the businessmen involved in the Lincoln Heights project (but unlike Michigan Bell), Aetna's policy is to give the school no money. It is giving something that money can't always buy—time, talent, and, above all, interest in the community and the people who live in it.

Four Weaver High students get a lesson in editing sound tape from Aetna audio experts John Foster (left) and Basil Hayes.

Walter Clemens, an Aetna supervisor, visits a Weaver High classroom to watch work-study student Carol Nilson sharpen her typing skills.

The capabilities of a computer are explained to Weaver High student Arthur Halliday by Aetna's Eugene Jackson.

volunteers:
REPORT ON AN AMERICAN TRADITION

A new awareness of social problems, the beginnings of racial militancy, and a rising affluence with more leisure have recently changed the traditional picture of the volunteer. There are more volunteers, different kinds of volunteers, different kinds of functions, and different channels for volunteer services.

One remarkable aspect of the change is that many customary recipients of volunteers' service are now serving their own and their community's interests: The young, the old, the handicapped, and the poor are serving as volunteers themselves.

Partially paid, or minimally supported workers, generally counted as volunteers, are a growing phenomenon of the 1960's. These workers serve not only in social and welfare activities of certain religious denominations as formerly, but also in private and public health and educational operations. Both the Peace Corps in 1961 and the Volunteers in Service to America (VISTA) in 1964 incorporated the concept of the "paid volunteer" in the traditional pattern of volunteering. The concept behind this apparent contradiction in terms has been expanded in other Federal and voluntary agencies to enable persons with low incomes to do work they could not otherwise afford to do and permit the agencies to serve more clients at smaller cost.

Nevertheless, the contemporary concept of the volunteer is rooted in the tradition that the more fortunate should help the less fortunate. The contribution of time, money, and energy to aid the less fortunate, to organize and serve in civic and religious causes, to pioneer and to educate for the public good has been an historic factor in the growth of the United States.

This article is based on a study done by the Office of Manpower Research, U. S. Department of Labor. The study will be published in April 1969 under the title *Americans Volunteer*. The 1965 survey of unpaid volunteer work, which served as the statistical basis for the study, was done by the Bureau of Labor Statistics for the Manpower Administration.

An Indian family on a reservation gets a helping hand from two members of a nearby Girl Scout Troop.

(Upper left)
A Peace Corps physical therapist helps a man learn to use his new artificial leg at a leprosarium in Malawi.

A VISTA volunteer helps an Eskimo woman hang up an animal skin while they discuss community organization.

An aspect of voluntarism that has not been widely considered, although it is long established, is the firm that contributes the services of its staff. Just last year, the National Alliance of Businessmen (NAB) borrowed more than 500 volunteer executives, whose talents command $15 million or more in annual salaries, to work full time for at least 6 months in NAB offices, helping to get jobs for the hard-core unemployed. The NAB also enlisted another 7,000 business and professional people for part-time work soliciting job pledges and contract proposals from employers.

Volunteers in schools have long made up a large part of the volunteer effort, but most of them were parents who were helping out in school lunch programs, raising funds for the Parent-Teachers Association (PTA) and other non-academic chores. In the 1960's, recognition that education is vital to the war on poverty and continued teacher shortages combined to transform legions of school volunteers into a grassroots movement of academic aides.

Typical of the kind of citizen participation that has spread throughout the country was the progress made in Chicago, where tutoring projects and after-school study centers proliferated through efforts of housewives, college students, full-time members of the work force, and retired persons. By 1965, after only 3 years, there were more than 150 centers in Chicago with highly diversified programs to help elementary, high school, and adult students.

Not only is there growing recognition of the worth of volunteers in Federal programs, but Federal employees are being encouraged to participate as private citizens in volunteer efforts. For example, Project Community Services in Washington, D.C., is designed to make it easy for volunteers from the Department of Health, Education, and Welfare to get in touch with D.C. government and voluntary social agencies that need volunteers with spare time to give.

The rising interest in volunteers is responsible for a new study by the U.S. Department of Labor of the economic and social implications of volunteer manpower. The core of that study is the first nationwide survey, made in November 1965, of the extent and scope of unpaid volunteer work done by citizens for the welfare of American society.

The survey was confined to organized volunteer services in health, education, recreation, and social welfare, thus excluding the individual giving of labor for friends, relatives, and indeed any individual effort. Other exclusions were work performed for a political organization, work done as part of schooling or to further a hobby, and work done exclusively in connection with church ritual or to further the precepts of a church (choir singing and teaching Sunday school, for example).

Interviews with the chairmen of volunteers of several large public and private organizations in the summer of 1968 supply current perspective to the basic survey data. They also highlight some of the issues that need to be considered if the full benefits of using more volunteers are to be realized.

The 1965 survey showed that 1 of every 6 persons age 14 and over—nearly 22 million all told—contributed some unpaid labor to health, education, or welfare services for the general good during the year ending November 1965. In the survey week, 6.7 million volunteers worked an average of 5.6 hours in one or more of the activities surveyed—roughly equivalent to a full-time work force of over 900,000 persons.

In the course of the year, however, most volunteers spent relatively little time on volunteer activities. Only about a third of them worked regularly throughout the year. Nearly half spent less than 25 hours a year in volunteer work. On the other hand, one-fifth worked at least 100 hours—the equivalent of about 2 hours a week—and nearly 5 percent contributed at least 300 hours to a volunteer activity during the year.

The more schooling a person had, the higher his income, and the better his job (in terms of white-collar vs. blue-collar, service, or farmwork), the more likely he was to engage in some volunteer service. For example, only 7 percent of the men with no more than 8 years of schooling, but 36 percent of the college graduates did volunteer work during 1965. Similarly, volunteer work was performed by only 9 percent of the women whose family income was under $3,000 but by 43 percent of those whose family income was

"We are approaching the limits of what Government alone can do. Our greatest need now is to reach beyond Government, to enlist the legions of the concerned and the committed. . . . To match the magnitude of our tasks, we need the energies of our people—enlisted not only in grand enterprises, but more importantly in those small, splendid efforts that make headlines in the neighborhood newspaper instead of the national journal."

—President Richard Nixon, Inaugural Address, January 20, 1969.

$15,000 or more. Well over half the men who volunteered were white-collar workers. Most women volunteer workers were not employed, but two-thirds of those who did have jobs were white-collar workers.

Six of every ten volunteer workers during 1965 were women. Three-fourths of both the men and women were married. Nearly half of the men as well as the women were between 25 and 44 years of age—the period of life when the most demands compete for their time. It seems likely that young children, whose care takes up much of the time of this

age group, also were responsible for most of the volunteer work of their parents. Nearly three-fifths of the men and three-fourths of the women in this age group worked in education and other youth activities.

Education, social or welfare service, and services to youth were the most popular forms of volunteer work. Women volunteers worked most often in educational services, social or welfare services, youth activities, and hospitals or other health or medical services. Men contributed their time most often to civic or community activities and to youth activities. Women were much more likely than men to do different kinds of volunteering at different stages of the life cycle; much seemed to depend on the number of children and their ages.

In addition to such activities as these, 1 million volunteers also performed religious volunteer work such as teaching Sunday school, serving as an usher at church services, or fund raising during the survey week. (Some 2.7 million other volunteers did only religious work.)

Those who did only religious volunteer work during the survey week engaged in volunteer activity much more frequently during the year than other volunteers. Of those engaged in religious work only, three-fifths said they volunteered their services every week. Only one-fourth of the other volunteers contributed their time every week.

Whether associated with a religious or a nonreligious activity, most volunteer jobs are white-collar work. The majority of the 1965 volunteers worked as fund raisers, organizers or planners, youth group leaders, teachers or teacher aides, clerks, sales workers, and in similar activities. Only about a third worked in blue-collar or service jobs such as hospital aide, social or welfare aide, or in cooking and serving food.

The kind of volunteer work varied according to sex. Of women who reported specific volunteer jobs during the survey week, the highest proportion worked as fund raisers, followed by those who were organizers or planners, youth group leaders, and teachers or teacher aides. The highest proportion of men volunteers, on the other hand, worked as organizers or planners, followed by fund raisers and youth group leaders. In service work, women usually served as hospital aides or social or welfare aides. Men usually provided protective service (volunteer firemen, for example).

Interviews with agencies that use volunteers make it clear that volunteering is a much more broadly based activity than it used to be. The Red Cross, the District of Columbia Welfare Department, the Veterans Administration, and the Young Women's Christian Association, to name a few agencies whose directors of volunteers were interviewed, all said that more men, more young adults, and more teenagers are volunteering. This development may help offset the effects of the steady rise in the rate at which mature women are returning to paid jobs.

There are also more retired, more employed, more blue-collar, and even more middle-class white volunteers, according to the agencies. One agency executive speculated that this stems in part from the agencies' broader perception of the community's needs, which has been followed by going out and getting the volunteers.

New sources of volunteers have occasioned a number of changes in agency operations. Young people, retired workers, and others with low incomes have had to be reimbursed for costs of transportation, meals, or baby sitters. Agency schedules have been adjusted to accommodate the employed volunteer and the commuter. Agencies serving the center city have had to realine training and assignments as board members and service volunteers shifting to the suburbs were replaced by those from lower economic groups. The reciprocal roles of volunteer and professional staff are becoming more explicit, with job descriptions, training, and evaluation for both. Agencies are now urged to undertake "volunteer career planning" within and across agency lines.

With the growth in numbers and uses of volunteers and with the desire to serve more widely, the agencies interviewed

have tried to make jobs fit the time and talent people have to give. In general, agencies seek people who have "an attitude rather than a skill," who "are in tune with the purpose" of the agency.

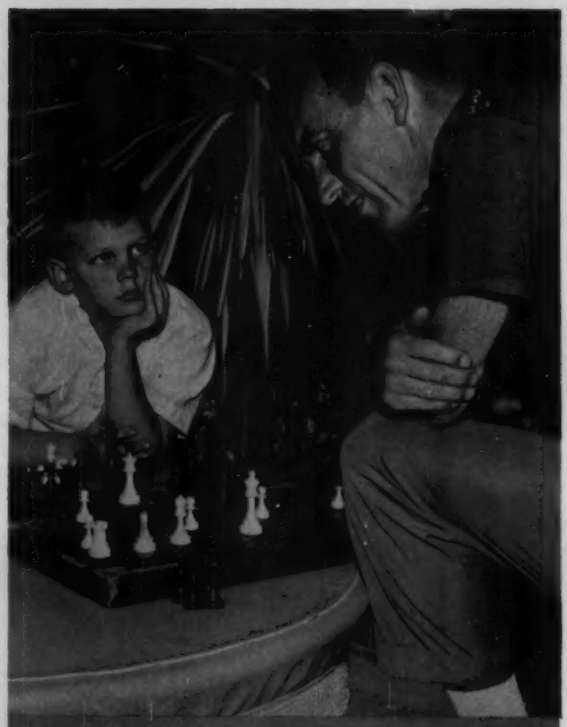
Most agencies say they are able to recruit all the volunteers they can use, given the amount of other resources they have. Many volunteers, like employees, are recruited by word of mouth, through friends and relatives, and through newspaper and other public appeals at times of particular need. People in low-income neighborhoods must be recruited on a person-to-person basis—"hand-to-hand combat," as one staff person calls it. The recruiter must go where they are and hold the recruiting meetings where they live. Agencies are learning that it takes longer to recruit volunteers from disadvantaged areas.

Agencies generally accept high turnover as one of the "costs of doing business." Parents who help out in youth activities usually leave when their own children outgrow the program. And volunteers who don't get enough help, satisfaction, and immediate success are likely to quit in a short time. On the other hand, too little turnover can be a problem when devoted volunteers do not realize that they can no longer handle the same physical or mental responsibilities.

Agencies with turnover problems rely on training to keep an effective program going. In some agencies, training consists primarily of consultation with an experienced volunteer. In others, there is orientation and then training for specific jobs. Some organizations continue training in new methods and new techniques and for leadership or progressively complex duties.

Some agencies do not supervise their volunteers as much as they assist them. According to one chairman of volunteers, who felt very strongly that freedom is part of the satisfaction of volunteer work, "The more experienced are available to lead the new volunteers and the paid staff provides support and resources."

The Federal Government, until the 1960's, made limited use of volunteers because of the legal proscription against the acceptance of volunteer service by any officer or employee of the United States, except under specific statutory permission. Chief exceptions were the Veterans Administration Voluntary Service, which has been enlisting volunteers in hospitals for over 20 years, and the Department of Agriculture, which boasts more than 50 years of work with volunteers in 4-H Clubs.



Fatherless youngsters and their volunteer Big Brothers may spend their day together exploring the intricacies of chess or roaming the countryside.

Recent legislation authorizing or encouraging the use of volunteers includes that establishing the Peace Corps and VISTA. In addition, the 1962 amendments to the Social Security Act provided Federal grants-in-aid to States for support of a statewide plan of volunteer services in connection with expanded social programs. The 1967 amendments to the act direct that State plans for public assistance and child health programs must provide for the use of nonpaid or partially paid volunteers by no later than July 1, 1969.

Some Federal programs, such as Model Cities and efforts to combat juvenile delinquency, encourage citizen participation by making it a condition of grants to local communities. In certain cases, where problems of baby-sitting fees, carfare, and so forth are a barrier to effective participation, some financial assistance is extended to neighborhood residents to assure their opportunity to take part in programs.

Although the Department of Labor is under the general proscription against use of volunteer manpower, related State and local programs of the U.S. Employment Service, the Manpower Administration experimental and demonstration grant programs, and the Bureau of Apprenticeship and Training have drawn upon volunteers, particularly in outreach and community support. Further, the Secretary of Labor has authority delegated to him by the Director of the Office of Economic Opportunity to use volunteers in the Neighborhood Youth Corps. Finally, Labor Department interns have stimulated college students and other young adults to work on some of our urgent manpower problems, using a Manpower Development and Training Act experimental and demonstration grant to cover operating costs of the program.

From this brief review of volunteer activity, it looks as though the more affluent and better educated society of the

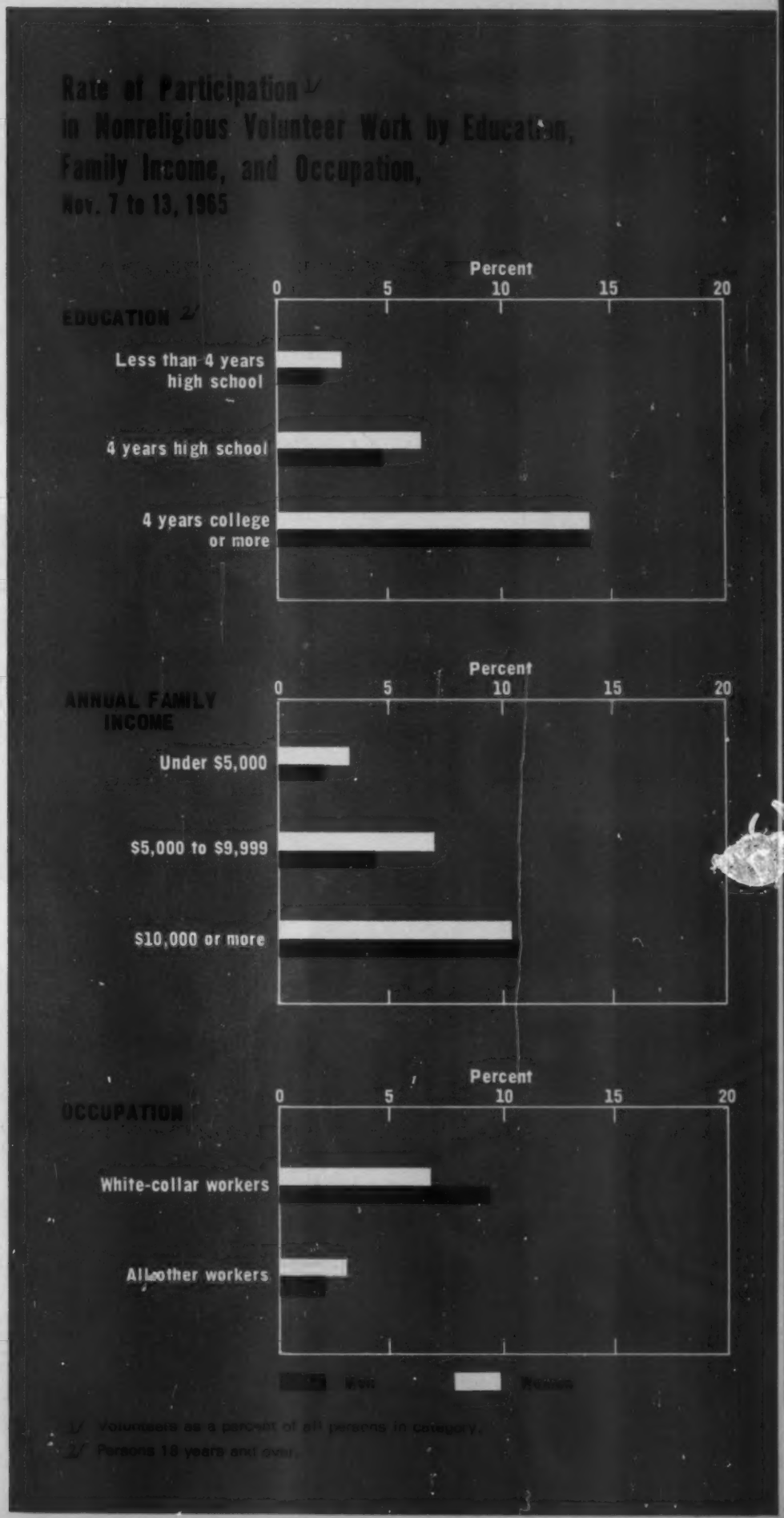
1970's is going to be disposed toward volunteer work even more than today's citizenry. But the review also pinpoints a few questions that may be troublesome in attempts to expand further the scope of volunteer activity.

One set of questions concerns the supply of volunteers. Does the steady rise in job opportunities for women, particularly mature women, and for students mean that more of them will choose employment over volunteering? Will youngsters who are now enthusiastic volunteers be absorbed only in PTA, Scouting, and similar activities when they enter the child-rearing years? Is the change in types of volunteers recruited in the past few years broadly based or the result of particular programs?

A number of crucial questions surround the concept of the paid volunteer. When more than expenses yet less than the prevailing wage is paid to attract low-income volunteers, are those volunteers in reality underpaid employed workers? If essential paid jobs have no takers because of low wages, is the employer, in effect, receiving a "volunteer subsidy"? Are the wage rates of such jobs depressed further by competition from unpaid help?

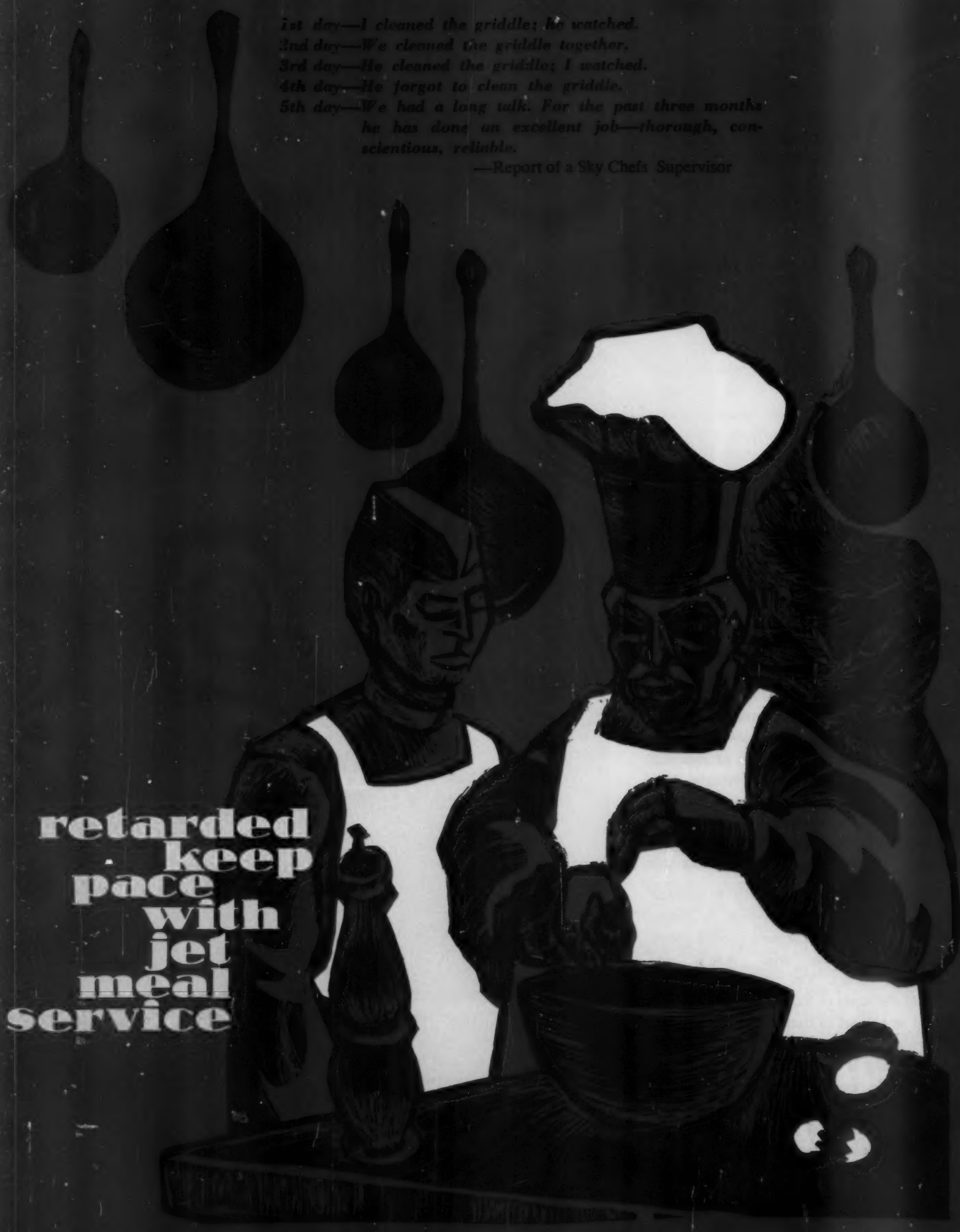
The final group of questions turns on the purpose of the volunteer today. What inadequacies in our social order is voluntarism attempting to overcome? Could they be attacked more suitably by other means? How does the work of the volunteer stack up with that of the jobholder? Should the volunteer attempt to find self-satisfaction, extend the program, or act as a catalytic agent for societal change? Can he do all three?

Although it does not seek to answer these questions, the Manpower Administration's study on volunteers should prove useful to those who would resolve the issues. Yet one of the most critical elements of the answer is not to be found in any set of data. As one chairman of volunteers observed, the essence of volunteering is being free to do what you want to do and receiving some kind of satisfaction that you don't get in your other activities, not forgetting all those social purposes that volunteers ascribe to their good work. Knowing that the service means more because it is given freely is not a small reward.



1st day—I cleaned the griddle; he watched.
2nd day—We cleaned the griddle together.
3rd day—He cleaned the griddle; I watched.
4th day—He forgot to clean the griddle.
5th day—We had a long talk. For the past three months he has done an excellent job—thorough, conscientious, reliable.

—Report of a Sky Chefs Supervisor



retarded keep pace with jet meal service

By JAMES D. PEMBROKE

Preparing meals to be served 32,000 feet in the air and 500 or more miles from the kitchen where they are cooked involves problems not encountered even in the most expensive restaurants. Yet, one of the Nation's leading airline caterers has proved that mental retardates can play a useful role in this complex operation.

As a top executive of Sky Chefs, Inc., a subsidiary of American Airlines, reports:

"The mental retardate is hard to teach. He learns hard. But once he learns, he's got it for good, and he's happy doing it."

For several years Sky Chefs has been hiring and training the mentally retarded to help prepare its airborne meals. The company has discovered that mentally handicapped people, if handled patiently and with understanding, can in some instances equal and even surpass the job performance of normal workers.

Although retardates require more training than other employees, Sky Chefs management was willing to invest the time. The end result—qualified, reliable employees with durable loyalties—made the added effort worthwhile.

Sky Chefs recently completed an on-the-job training contract with the U.S. Department of Labor calling for the training and employment of retardates in food preparation and packaging in the firm's operations across the country. Under the contract, Sky Chefs received $275 per trainee to help offset the training costs.

Twelve Sky Chefs installations were involved in the program. They are located in or near airports at Boston, Cincinnati, Cleveland, Dallas, Denver, Fort Worth, Los Angeles, Nashville, Oklahoma City, Phoenix, Portland (Ore.), and Rochester (N.Y.).

The 60 retardates who completed training are working as food assemblers, cream machine handlers, utility workers, third bakers, and cafeteria busboys. They are paid the same wage as any other employee doing the same type of work.

Sky Chefs operates mostly behind the scenes. Its mission: In-flight catering and the operation of airport restaurants, lounges, retail shops, and hotels and motels. It employs 4,000 people along the American Airlines system, serves 32 other airlines as well, and produces 28,000 meals a day.

Mr. Pembroke is a member of the Manpower Administration information staff.

The key to success in this highly competitive food operation is quality production from strongly motivated and reliable employees for whom competence is a way of occupational life.

The mentally retarded who are employed and trained by Sky Chefs have proved they have the determination and ability to develop just such qualities and, once developed, a unique capacity for perseverance.

They are given a high score for overall performance and productivity by company managers. On the average, they are absent less than their fellow workers, are no greater safety risk, and have lower turnover.

Sky Chefs line supervisors also get high marks for accepting the mentally handicapped as regular full-time employees. They are sympathetic, but they make special allowances for retarded employees only where absolutely necessary.

Here are a few case histories:

Rochester, N.Y.—Helen, a 21-year-old Negro woman with an IQ of 62, began training at the Monroe County Airport in February 1967 in raw food preparation (cleaning and cutting lettuce, slicing cooked meats, peeling tomatoes, etc.). Referred by a local chapter of the National Association for Retarded Children, she was slow at first, but after about 3 months she lost her dependency on others. She is now accepted as the group leader in the food preparation department. The unit manager rates her as excellent on productivity, reliability, and enthusiasm. American Airlines travel privileges and courtesies have included a spring vacation in Miami.

Dallas, Tex.—Frank was a 20-year-old Negro who had never before been employed. He was referred to Sky Chefs by the Caruth Rehabilitation Center in March 1967. He first was trained as a "breakdown" man (sorting nine different items into separate trays before the washing-machine operation). Initially, decision-making got him. There were too many too quickly. At this point, the Sky Chefs unit manager stepped in and trained him personally for two reasons: To give Frank the break he badly needed and to show supervisors it could be done. Today, Frank is a veteran with the company. Not only is he a competent "breakdown" man, he now works all stations in the dishroom (feed, take-off, glass washing, carrier washing). Further, he is learning to read and write.

Denver, Colo.—Joseph, in his late teens, began working at the soak sinks, scrubbing casseroles and sorting silverware. Decisions bothered him, too. He was assigned to the night shift, where pressures are considerably less and the night manager could spend more time with him. He began to catch on. It still takes him about 2 months to master each new part of a job, but in a year's time he has mastered five of them—and "mastered" is the right word.

Sky Chefs unit managers have some unequivocal advice to offer other employers: "Definitely hire the handicapped." They are capable of performing many functions that seem routine or menial to other employees.

A close and understanding liaison must be maintained between the employer and the parents or relatives of mentally handicapped employees.

In the Sky Chefs program, early indoctrination was aimed at parents as much as at the retarded employee. Parents were called on; the Sky Chefs program was explained. They were made aware of previous successful employment of the mentally handicapped.

Parents were encouraged to visit Sky Chefs kitchens, to see people at work. They learned that each job is broken down into small components which are taught one at a time, usually one a week.

During training, parents were alerted to be on the lookout for any unusual actions which may serve as a tip-off that the employee is laboring under some kind of confusion or misunderstanding.

A Sky Chefs official in Syracuse puts it this way: "Use retardates initially in repetitive work operations in a stable atmosphere. Don't feel sorry for them; they don't need pity. Make them learn to handle all the situations other employees must handle, but present it in small doses.

"Don't limit retardates to one job permanently. Keep an open mind toward advancement. No one knows how much they can do or learn.

"Finally, don't be discouraged if some don't work out. The overall retention rate will be higher with retardates than other employees."

Familiar Faces Bridge

By Joe B. Kirkbride

Fifteen hard-core disadvantaged men in Oakland have started on careers as bridge builders. But the bridges they are trying to build won't span a river or a bay. They are attempting to bridge the communication chasm between their neighborhoods and the police.

Under a U.S. Department of Labor contract, the 15 men, aged 20 to 39, are being moved carefully up the law enforcement career ladder. In 2 years or so, they are slated to be full-fledged employees of the Police Department in Oakland—either as patrolmen or General Services officers.

New Careers trains and places poor adults in jobs supporting professional employees—jobs which have built-in levels of career advancement. The tasks they perform free such professionals as police officers and nurses for work which puts their training to more effective use. Many of the New Careers training slots in Oakland are with State and local government agencies and lead to positions in an existing civil service structure. The employer is reimbursed for 100 percent of the payroll and training costs of the first year of employment of a New Career trainee and 50 percent of the payroll costs and 100 percent of the training cost the second year. After that, the employer bears the entire cost.

Altogether, 155 poor adults are being trained under New Careers in Oakland. But the 15 police trainees are being watched with special interest.

Thirteen are Negroes; two are Mexican Americans; all live in neighborhoods where police are not generally welcome. Though not hardened criminals by any means, some of them have arrest records for juvenile offenses and petty thefts.

The Police Department is not overly concerned with their past records. "We wanted our guys to be somewhat hostile to the policeman," said one lieutenant. "We looked for men who had leadership traits, not gang leaders, but men who were tough and were respected in their neighborhoods."

Getting them aboard was a tricky assignment. The department was willing enough to have them, whatever the reservations of individual officers. Chief Charles R. Gain passed the word to his disciplined force of 682 uniformed officers and 263 "civilians" that he wanted the program to succeed. The department suspended educational and other professional requirements to let in men who normally could not qualify for police training.

But Oakland is the home of the Black Panthers, an extremely militant organization which has clashed repeatedly with the police. Other militant black groups are also active in the city's slums. In such a setting, conventional recruitment methods could make no headway. The ghetto is united by a strong sense of brotherhood. Nobody wanted to be identified with "the man" downtown in Oakland's Hall of Justice.

The police and the New Careers staff turned to the ghetto's authoritative grapevine. Here they struck paydirt. The militants could not be expected to endorse jobs in the Police Department. Some of their leaders are in jail, others are fugitives from the law. On the other hand, they decided not to scuttle the program. Other types of New Careers trainees were making it in the city. The word was passed along to give the cops a try.

Last September, the 15 trainees were recruited and certified by the Employment Service. After approval by the police, they joined the force and were assigned to the Community Relations and

Mr. Kirkbride is a U.S. Department of Labor information officer in San Francisco.

Youth Division of the department's General Services Unit. The reaction in their neighborhoods has been mixed—but usually understanding.

"It's been quite a surprising experience," said a Mexican American trainee in his late twenties. "Sometimes people welcome me, sometimes they reject me. Right away I explain that I'm not a policeman but a General Services aide and that relieves the tension."

A 27-year-old Negro said his friends treated the whole thing as funny. "They took it in a jokin' way, knowing the feelings between the community and the Police Department," he explained. "They kinda backed up a little, but it was done in good humor. I haven't had any problems with my real friends. Our friendships are still the same."

Generally the trainees like the work and want to make a success of it. "I feel like this—if I can help my people by working here then it's my job to work here," said one older Negro. "I enjoy the work so that makes it beautiful."

The trainees' personal knowledge of the slums has already proved valuable. Because they knew where to look, they were able to locate three youthful runaways who could not be tracked down by regular patrolmen. And they are credited with cooling down explosive unrest at a black high school recently by making a series of personal home visits to students and parents.

The trainees' uniforms consist of neat blue blazer jackets with grey flannel slacks. Over the breast pocket is a police emblem and the legend "Oakland Police Department — General Services Unit." They do not carry guns, wear badges, or have the power to arrest anyone. They are being trained to help officers in non-criminal tasks including working with juveniles, locating missing persons, community relations, and the bicycle detail.

They are not expected to "rat" on their friends. Otherwise they would be shunned in their neighborhoods. "Our friends know that what they tell us won't be told to a policeman," said one Negro. "They have to confide in someone, and they don't want to confide in someone that everytime they open their mouths they know you are running off and telling 'the man.' "

The educational and work history of the trainees is typical of the hard-core unemployed. Although most had attended high school at least 2 years, many scored at the seventh- and eighth-grade level on achievement tests. The highest income any of them ever earned was $4,000 a year—and this by a man with a wife and six children.

As General Services trainees, the first rung of a well-structured career ladder, their pay now ranges from $395 to $415 monthly. The next step up the ladder is General Services aide, a job paying $415 to $445. To make this grade, they must complete 6 months' satisfactory service and enroll in job-related courses at Merritt College.

The second promotion is to General Services assistant. This job pays $460 to $490 and requires a high school diploma and completion of 35 quarter units at the junior college level. The trainee is paid his regular wages for hours spent in class and the Federal Government pays his school costs. At this stage in his career, the trainee has a choice. He may, if he wishes, take the standard civil service examination and, if qualified, leave the General Services Unit for training as a patrolman.

Otherwise, he can move up to the top of the New Careers ladder as a General Services associate at pay of $555 to $585 monthly. By this time he will be bondable (a requirement at this job level),

e Police-Ghetto Gap

"Our guys are the best we've seen of the New Careerists.."

will have a junior college associate of arts degree, and will have successfully passed a civil service test.

The New Careerists are learning while on duty both in the field and at main headquarters. Though they may never have to do it themselves, they are shown how police control a rioting crowd. They are taught the structure of the police force, its mode of operation, and under what circumstances an officer may enter a private dwelling without a warrant.

This new-found expertise on law enforcement is valuable to both the trainee and his neighborhood. He gets a view of the police officer as a hard-working human being trying to keep the peace and protect lives. Hopefully, he carries this message back to his neighborhood, while arranging athletic events, counseling restless youngsters, and carrying out other community relations duties.

Said one Mexican American trainee, "I know we're doing a good job relating the Police Department into the community and at the same time helping the people."

The trainees appreciate the confidence the police have shown by giving them free run of the Hall of Justice. One older Negro said he felt the regular officers were disturbed at the outset of the program, not because so many trainees were black, but because they feared "civilians" might take their jobs. When they learned this wasn't true, they relaxed. "Policemen are nice people when you get to know them, but getting to know them is a different problem," he said.

Some of the men are still doubtful whether they really want to be police officers. "Four months isn't enough time to know," said one Negro. "I got a feeling of the job, but I don't know if I want it permanent."

New Careers in Oakland grew out of a unique experiment conducted in 1965 and 1966 at the California Medical Facility at Vacaville by J. Douglas Grant, a noted social psychologist. Eighteen young felons with histories of juvenile and adult crimes including car theft, armed robbery, and narcotic offenses were brought to Vacaville from prisons throughout the State.

Funding was obtained from the National Institute of Mental Health. The project trained the recruits in poverty program planning, operation, and evaluation. It sought to demonstrate that ex-offenders could return to society in useful jobs.

The experiment was a success. Of the 18 felons, only one has returned to prison, and 12 are active in various poverty programs. Three of these men are staff members for Oakland's New Careers Development Agency, which oversees all New Careers programs in the city, including the Police Department's.

The agency's work is now funded by the U.S. Department of Labor's Manpower Administration, which has been administering New Careers for 2 years.

New Careers director in Oakland is Charles Jackson, a young black man who joined the agency 2 years ago. Jackson, a hard-driving administrator, has a staff comprised of roughly equal numbers of professionals and laymen — counselors, program developers, and social scientists.

Jackson has hammered out a variety of agreements with 17 public and private organizations, in addition to the Police Department, to open up subprofessional jobs for his 155 trainees. Some are now community workers with the State Employment Service, others are field staff aides with the Girl Scouts. The University of California has hired several as laboratory assistants.

Once a prospective New Careers trainee has been screened, tested, and certified as meeting the poverty guidelines, the path up the career ladder begins. Starting salaries range from $330 to $480 a month. Entry workers receive heavy loads of formal and job-related education. Ideally, each man or woman spends 4 hours a day on the job and 4 hours in a classroom.

Many of the trainees attend Oakland's Merritt College to work on high school equivalencies or freshman college-level courses. They advance in their new career as they demonstrate proficiency on the job and accumulate high school and college credits.

Jackson acknowledges that his agency's path in Oakland has been rocky at times. There have been the inevitable misunderstandings that arise when job duties are carved out of established career public service programs. Feathers have been ruffled and feathers have been smoothed. But by and large, the trainees, the planners, and the employers are enthusiastic over the breakthrough that has been made.

The police feel the program is working well. "Our guys are the best we've seen of the New Careerists," said one 18-year veteran on the force. "They're the best dressed and the smartest. They've already made a contribution to the department and we're all extremely satisfied with the progress they've made thus far."

Sam Jackson records information that may help identify stolen bikes recovered by the police.

Ruben O. Troncoso (left) and Sam Jackson (right) discuss their training assignments with Patrolman William Thompson.

New Careerist Chester Johnson gathers information over phone.

Patrolmen William Thompson (left) and New Careerist Clarence Herbison check a map showing the ghetto target areas for manpower training programs in Oakland.

They Talk Their Way Into Jobs

"An Englishman's way of speaking absolutely classifies him. The moment he talks he makes some other Englishman despise him."

In the musical, "My Fair Lady," Professor Higgins thought that "this verbal class distinction by now should be antique." But though it's not as strong in 1969 America as it was in 1912 London, employers today still tend to judge prospective employees by their manner of speech. And sometimes the way a jobhunter expresses himself tips the balance for or against him.

The U.S. Department of Labor thought this problem was important enough to seek some solutions through an experimental project. The Adult Education Center, Inc., is a school in New Orleans which teaches disadvantaged women—most of them Negro—the kind of English they need to find and hold good jobs in offices.

This standard, middle-class English is not being forced on them in place of their colorful New Orleans dialect. It is being taught as a second language. The women use it in the business world at the office. When they leave for home, they can shuck it.

"We told them they could change their speech as they change their dress," says the project's speech therapist.

The results of the program so far have been excellent. Of the 240 women (aged 17 to 46) who enrolled in the first three courses, 225 finished, and at last count 204 were working in New Orleans offices and earning an average salary of $335 a month.

Of course, the students learn subjects other than business English during their training period. They are drilled in shorthand, typing, math, reading, clerical practices, grooming, and office etiquette. They use modern business machines, including electric typewriters. School is open 8 hours a day, 5 days a week, at the Center's offices at 112 Exchange Place in the French Quarter.

But the speech training—it is taught like a foreign language—has armed the Negro women with an extra weapon in overcoming the racial barriers that have kept them out of New Orleans offices all these years.

In fact, the business community, which until recently would not hire Negroes for office work, has paid the students and the school the ultimate compliment. It has come forward to fund the project. Some New Orleans business leaders put $40,000 into the program last year to help finance the third course. And they are matching dollar for dollar the $52,000 the New Orleans public school system is investing in the fourth class, a 9-month training program that began in January.

The successful graduates themselves are anxious to make a contribution. Strictly on their own, most of the members of the third class have volunteered to donate $300 each in small installments so others can benefit as they have from the Center's work.

James J. Coleman, chairman of the board of New Orleans' International City Bank, is also the Center's board chairman and strongest advocate in the business community.

"I think the secret of success in such enterprises is a partnership between government and business in meeting social problems and helping individuals to help themselves," he said. "These young women don't want doles. They want work. We have to equip them with the tools to help themselves. Human dignity is what every man or woman wants."

Beyond the skills training, beyond the speech training, Coleman feels that the most important quality the Center instills in the trainees is confidence. Knowing they're equipped to work and that the business community wants them to succeed, they're no longer afraid to try.

Here is what some of the graduates have accomplished:

- A woman from the slums who worked as a maid in a funeral parlor now takes dictation from a personnel manager of a major oil company.

- A former factory laborer who worked for 15 years at very low wages to support herself and her retarded child now runs the printing department of a New Orleans college.

- A mother of five—who used to live in the housing project that the Adult Education Center serves—is now secretary to the Center's director.

- A woman past 40 who reared three sons to manhood worrying about where the next meal was coming from now works in an oil company office to prepare for the day when her fourth son will enter college.

Mrs. Helene Berot emphasizes a point during a shorthand class.

The school began 3½ years ago as the brainchild of the Rev. Timothy Gibbons, then chaplain of St. Mary's Dominican College. St. Mary's sponsored the project until the businessmen took over. The Departments of Labor and Health, Education, and Welfare funded the first two classes with more than $338,000 in Manpower Development and Training Act (MDTA) experimental and demonstration money. The course was extended from 6 to 9 months for the second class, which began in late 1966.

"We found out that 6 months wasn't enough," said Mrs. Alice Geoffray, Center director. "The students weren't sure of their skills."

The Center's first students had misgivings about the speech instruction, but they applied themselves to it and did well. They learned, too, that it has its drawbacks in everyday use. As one of the students from the first class described her experience:

"I said to myself, 'If this second language is so great, I'm going to use it all the time.' So, I went down the street every morning saying, 'Good morning. How are you? How are you feeling?'—being very particular about what I was saying and how I was saying it. The neighbors told my husband I was stuck up.

"Now, I go down the street saying, 'Hi, how you doin'?' and they all love me. I now reserve my second language for office use and for my 2-year-old son.

"Incidentally, my first job was with sailors in a Government office, and I needed a third language to talk with them."

Students give rapt attention to a hair styling demonstration by Mrs. Merle Morvant, a public school teacher who conducts classes in grooming twice a week at the Adult Education Center.

They Talk Their Way Into Jobs

continued

Mrs. Geoffray said most students have two important handicaps to overcome in mastering standard English. They first have to learn new pronunciations, particularly for the "i" sound. And more serious are their deviations from standard grammar. Their normal way of using certain verbs—"she have," "I be good in shorthand"— grate on the ear of a job interviewer.

The Center attacks these handicaps through individual speech instruction combined with foreign language laboratory methodology and classroom techniques. Tapes are played in class, using standard English. Grammar and pronunciation are stressed. The students repeat the sounds, words, and phrases that come from the tapes.

The teachers give them further drill by speaking a sentence and requiring students to respond in a different tense. This is particularly valuable in overcoming their difficulties with the different forms of certain verbs, particularly "to be" and "to go." The teacher says, "I am happy." The student responds, "She was happy."

This oral drill is reinforced by written assignments, by speeches each student makes before the class, and by constructive criticism of each other's work.

The byproducts of the speech lab are sometimes as important as the training in English. The students are encouraged to speak of themselves and to express their opinions. This develops poise and an ability to take constructive criticism. Often these short talks reveal a crucial need. Listening to one girl talk about her past life, the teachers discovered that she needed psychiatric care, and the Center took immediate action to see that she got it.

Mrs. Geoffray and her staff have developed a textbook for use in the business speech instruction that is now being printed commercially for use throughout the Nation.

Reading, with emphasis on increased speed and comprehension, was one of several subjects added for the second program. Students who had never read a book before read as many as 14 during the 39-week course.

In the third program, students were encouraged to read for enjoyment as well as to sharpen their skills. They read and discussed current books, including *Rosemary's Baby* and Sammy Davis, Jr.'s autobiography, *Yes I Can.*

Most of the students didn't like *Rosemary's Baby* because it has an unhappy ending. But they were excited about having read and discussed it when articles about the movie made from the book appeared in newspapers and magazines. One student who saw the picture said proudly:

"Everybody around me didn't understand it at all. But I did because we discussed it so much in class."

After the first two federally funded courses proved the Center's value, it was time for the local community to act. That's when the businessmen stepped in. Banker Coleman arranged meetings between local business leaders and the students. The businessmen were highly impressed with the school's work, particularly its successful placement rate.

Aided by such community leaders as New Orleans Chamber of Commerce President Murray C. Fincher, Coleman launched a drive for money. Within a month, $40,000 had been collected. The U.S. Department of Labor added a final $20,000, and the school continued.

The interest aroused by the Center's experiment in education and employability has enabled it to attract competent teachers from comfortable positions and has prompted many people to volunteer their services. A Coast Guard officer with a Harvard degree asked how he could help and was put to work giving lunch-hour lectures. A businesswoman who came to interview the students for a Miss Model Secretary contest gave up her regular job with a top firm to become a counselor in the third program. The former president of Dominican College, now retired, works as a part-time placement counselor for the Center.

Mrs. Geoffray, who heads a staff of eight, had been teaching business education and English in the public schools in New Orleans for 13 years when recruited by Father Gibbons to head the Center. As the mother of seven children and head of her household, she understands the problems of her more mature students, who are struggling to support their own families without the help of a husband.

Mrs. Geoffray credits the school's close ties with business for much of its success. Not only does it give the students a line into the executive suites where hiring decisions are made, but the businessmen make good instructors.

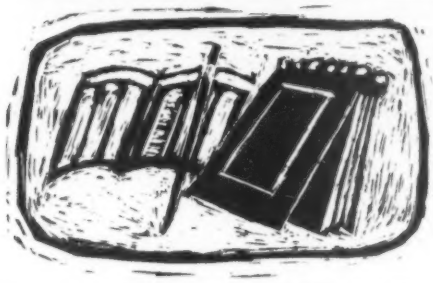
Coleman, for instance, drops in to talk to the students every other Thursday on some phase of the business world. He usually brings with him a prominent professional—the mayor, a Federal judge, or a top corporation official.

He picks at random one of the students to introduce the prominent guest. The only help he gives her is a look at his notes on the visitor. After the visitor makes his talk, another student is selected to thank him.

Coleman would like to see an adult education center like the one in New Orleans in every major city of America. There already have been inquiries from Chicago and Milwaukee.

"We'll be happy to share our experiences and ideas," he said. "We'll 'franchise' anyone who wants to train people. And unlike most franchises, this one is absolutely free."

News & Notes



J. Nicholas Peet, commissioner of the Oregon Department of Employment since 1965, is the new U.S. Manpower Administrator. In his new post, Peet, 43, of Salem, Ore., directs the U.S. Department of Labor's policies, programs, and operations involving the planning, training, placement, unemployment insurance, research, testing, and budgeting aspects of the Federal manpower efforts. He is the principal operating administrator for the full range of manpower programs, which includes the various activities authorized by the Manpower Development and Training Act, the Federal-State system of public employment offices, apprenticeship, Neighborhood Youth Corps, Operation Mainstream, New Careers, the Work Incentive Program, Job Opportunities in the Business Sector, Concentrated Employment Program, and other activities designed to help recruit, train, and place unemployed and underemployed persons. Peet reports to the Assistant Secretary of Labor for Manpower, Arnold R. Weber. He is a native of Madison, Wisconsin, served in the U.S. Navy during World War II and graduated from the State University of Iowa in 1949. He served in various administrative capacities with the State of Oregon and in 1960 became executive secretary of the State Board of Control, which supervises 11 health and correctional State institutions.

* * *

President Nixon has appointed Donald M. Kendall, president of Pepsico, chairman of the National Alliance of Businessmen to succeed Henry Ford II. Kendall, 47, is in charge of the businessmen's side of the drive to find jobs for the hard-core unemployed in cooperation with the U.S. Department of Labor in the Job Opportunities in the Business Sector Program. Kendall said he hoped to expand the program, now in 50 cities, to 75 and perhaps to 125 cities.

* * *

Pittsburgh is taking steps to make it easier for inner-city residents to get to jobs in the suburbs. The city's transit system has established a new bus service that will link an industrial park in the suburban borough of Blawnox with predominantly Negro areas of the city. The closest previous bus line to the park, where many black people work, deposited passengers a mile and a half away.

A new U.S. Department of Labor publication recommends establishment of a permanent program of employment assistance for all servicemen leaving the Armed Forces. The publication, "Transferring Military Experience to Civilian Jobs," was written as a doctoral dissertation by Maj. Robert Brooks Richardson at Cornell University under a Labor Department grant. Copies are available from the Manpower Administration. The report proposes that the Departments of Labor and Defense work together on a national manpower planning program for all discharged servicemen and that new veterans be provided with nationwide information on employment opportunities. It further recommends that civilian industries and the Armed Forces cooperate to develop and use such manpower.

* * *

President Nixon has sent messages to the 50 metropolitan chairmen of the National Alliance of Businessmen (NAB) commending them for finding jobs for 125,000 hard-core unemployed under the U.S. Department of Labor's Job Opportunities in the Business Sector Program. The occasion was NAB's first anniversary. "I offer my personal assurance that the new Administration is solidly behind the Alliance and hope that our mutual efforts will become even more productive in the future," said the President.

* * *

President Nixon has directed the Department of Labor to undertake a thorough study of how a National Computer Job Bank Program can be implemented on a nationwide basis in the near future. Through the use of electronic data processing equipment, such a program speedily would make available to all State Employment Service offices information about job openings everywhere in the Nation. The Secretary of Labor was directed to submit draft legislation authorizing a national system of job vacancy statistics.

* * *

Newly discharged veterans in New York can become taxi drivers now within 72 hours instead of waiting the usual 2 or 3 weeks. The city now grants a veteran who applies within 60 days after leaving the service a temporary license valid for 3 weeks, providing he is a qualified auto driver.

Publications

Single copies of any of the following publications can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. For multiple copies of priced items write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Apprentice Training—Sure Way to a Skilled Craft

Pamphlet, directed to potential apprentices, describes the operation of apprenticeship programs in training workers for careers in skilled crafts and trades. 15 cents.

Cooperative Area Manpower Planning System—Concentrating Manpower Services Against Poverty

Pamphlet describes major new effort to mesh all manpower and related forces at all levels of government to aid the disadvantaged. 15 cents.

The Experimental and Demonstration Program—Exploring New Approaches to Manpower Problems

Pamphlet describes a Manpower Development and Training Act program which tests new ideas and methods to meet employment problems of the hard-core unemployed and the underemployed. 15 cents.

Work Training in Industry—Training Out-of-School Youth for Available Jobs

Pamphlet describes Neighborhood Youth Corps program in which out-of-school, unemployed youth receive job training in private industry. 15 cents.

Significant Provisions of State Unemployment Insurance Laws, January 1969

Semiannual chart prepared for ready reference on benefits, coverage, and employer contribution rates under the various State unemployment insurance laws.

Supplemental Unemployment Benefits

Two-page summary of research study with same title prepared by Joseph M. Becker for the Manpower Administration under a contract with the Cambridge Center for Social Studies.

Youth Opportunity Centers—Focus on Youth and Jobs

Pamphlet about purposes and services of nearly 200 Youth Opportunity Centers of the Federal-State Employment Service system where personalized services are available to help youth prepare for work and get jobs. 15 cents.

New Careers—Jobs with a Future and a Profession

Pamphlet on a Manpower Administration program which provides training for preprofessional jobs for persons 22 years of age or more who are unemployed or have low incomes. 10 cents.

Work Incentive Program — From Welfare to Wages

Pamphlet about a program operating locally through State Employment Service offices to help move people out of welfare and into jobs, training, or work experience. 15 cents.

The Concentrated Employment Program—Total Service for the Unemployed and the Underemployed

Pamphlet describes a new approach bringing together all available resources for meeting the needs of the Nation's most severely disadvantaged groups. 15 cents.

Manpower Development and Training—Preparing People for Good Jobs

Pamphlet briefly describes the broad range of programs operating under the Manpower Development and Training Act of 1962 and its amendments. 15 cents.

One-page flyers on Manpower Administration programs

Flyers available on the following programs: Work Incentive Program, New Careers, Concentrated Employment Program, Manpower Development and Training, Cooperative Area Manpower Planning System, Apprentice Training, Experimental and Demonstration Program, Youth Opportunity Centers, Work Training in Industry.

Making the Scene

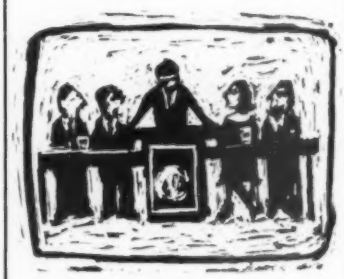
Pamphlet describing Neighborhood Youth Corps programs to prepare poor youngsters to compete for jobs, to improve community services in fields short of personnel, and to move young people from welfare into permanent jobs.

Manpower Development and Training Act of 1962, as Amended Through October 24, 1968 (42 U.S.C. 2571 et seq.)

Complete text of Manpower Development and Training Act and amendments. Also available is one-page summary of 1968 MDTA amendments, reprinted from **MANPOWER**, January 1969.

Publications of the U.S. Department of Labor

Seventy-nine page listing, under subject headings, of all U.S. Department of Labor publications from 1963 to June 1968.



Manpower Seminars

The Manpower Potential in Our Ethnic Groups, by Dr. Edward T. Hall, professor of anthropology, Illinois Institute of Technology.

Discusses resistance of cultures to change and the need to make better use of the natural talents of peoples from differing cultural backgrounds.

The People Left Behind, by Dr. C. E. Bishop, vice president, University of North Carolina.

A discussion of rural poverty and of the findings and recommendations of the National Advisory Committee on Rural Poverty.

Womanpower Policies for the 1970's, by Dr. Wilbur J. Cohen, former Secretary of U.S. Department of Health, Education, and Welfare.

Discussion of phenomenal growth of women in the labor force, future demands for women workers, and shortages of health personnel.

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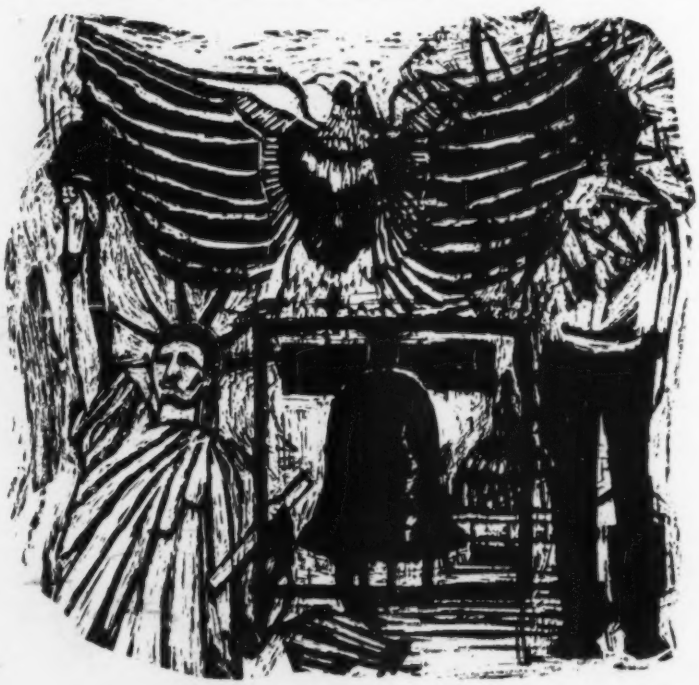

SUMMER JOBS FOR YOUTH